

Message Text

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ACTION ARA-06

INFO OCT-01 ISO-00 SNM-02 SS-14 INR-05 /028 W
-----050058Z 005568 /63
R 032220Z MAY 77
FM AMEMBASSY BOGOTA
TO SECSTATE WASHDC 1327

LIMITED OFFICIAL USE SECTION 1 OF 2 BOGOTA 4073

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FOR S/NM FROM CHARGEGE

E.O. 11652: N/A
TAGS: SNAR
SUBJECT: ROLE OF NARCOTICS ADVISORS

REF: (A) STATE 085325; (B) 76 STATE 276338

1. THE ROLE OF THE NARCOTICS ADVISOR DEPENDS TO A VERY LARGE EXTENT ON THE CONTEXT WITHIN THE GIVEN COUNTRY. I AND THE MISSION STAFF HAVE RECENTLY SENT SEVERAL MESSAGES ANALYZING THE NARCOTICS SITUATION IN COLOMBIA, AND I DO NOT BELIEVE IT IS NECESSARY TO SUMMARIZE THOSE MESSAGES AGAIN, BUT THE SITUATION THEY DESCRIBE MUST BE TAKEN INTO CONSIDERATION IN THE FOLLOWING REVIEW OF THE ROLE PLAYED BY THE NARCOTICS ADVISORS HERE.

2. REFTTEL STRESSES THE IMPORTANCE OF GENUINE INSTITUTION BUILDING. THERE HAVE BEEN SUCCESSES IN COLOMBIA IN TERMS OF ORGANIZATIONAL CHANGES IN THE ENFORCEMENT AGENCIES TO DEVOTE MORE EMPHASIS AND MANPOWER TO ANTI-NARCOTICS EFFORTS, AS WELL AS IN THE ESTABLISHMENT OF THE NATIONAL COUNCIL FOR
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DANGEROUS DRUGS AS THE COORDINATING CENTER FOR GOC ANTI-NARCOTICS EFFORTS. ON THE OTHER HAND, ONE OF THESE ENTITIES HAS SHOWN THE CAPABILITY OR EFFICIENCY THAT COULD OR SHOULD BE EXPECTED OF THEM. IN THIS RESPECT, IT SHOULD BE NOTED THAT THEIR PERFORMANCE IS PROBABLY NO BETTER OR WORSE THAN THAT OF OTHER GOC AGENCIES ASSISTED BY USAID. HOWEVER, NEITHER THE SUCCESSES NOR THE FAILURES CAN BE

ATTRIBUTED EXCLUSIVELY TO THE NARCOTICS ADVISORS, PER SE. THEIR ROLE HAS BEEN DICTATED IN LARGE PART BY THE ATTITUDES AND ACTIVITIES OF THE GOC OVER WHICH THEY COULD HAVE LITTLE CONTROL OR INFLUENCE AND ALSO BY THE INTERNAL MISSION STRUCTURE WITHIN WHICH THE ADVISORS OPERATE. IN THIS LATTER REGARD, I WISH TO NOTE THAT THE FIRST CLEAR GUIDANCE ON THE ROLE OF AID IN COUNTRY TEAM NARCOTICS EFFORTS WAS PROVIDED IN REF (B), DURING A PERIOD IN WHICH WE WERE ALREADY REVIEWING OUR MANAGEMENT OF NARCOTICS EFFORTS AND REDEFINING RESPONSIBILITIES. PRIOR TO THAT TIME, THE USAID MISSION, AND CONSEQUENTLY THE NARCOTICS ADVISORS, HAD IN FACT A MINIMAL ROLE IN PROJECT IDENTIFICATION AND DEVELOPMENT. THE REDEFINITION OF RESPONSIBILITIES WHICH HAS TAKEN PLACE SINCE RECEIPT OF REF (B) HAS RESULTED IN FULLER DEPLOYMENT OF USAID'S INSTITUTIONAL RESOURCES IN SUPPORT OF THE NARCOTICS EFFORT AND, IN MY JUDGMENT, MORE EFFECTIVE MANAGEMENT OF THE TOTAL EFFORT.

3. THE ABOVE CAVEATS WHOULD BE KETP IN MIND IN READING THE FOLLOWING RESPONSES TO THE IDENTICALLY LETTERED QUESTIONS ASKED IN PARA 4 REFTTEL.

A. THE NARCOTICS ADVISORS HAVE BEEN VERY BASIC TO THE OVERALL NARCOTICS CONTROL EFFORT, PARTICULARLY AS REGARDS COMMODITY AND RESOURCE INPUTS, INCLUDING IDENTIFICATION AND LOCATION OF NEEDS. WITH THE ARRIVAL OF MORE EQUIPMENT, THEIR ROLE IN MONITORING THE PROPER USE AND DISPOSITION OF THE EQUIPMENT IS BECOMING INCREASINGLY IMPORTANT AND INCREASED ACTIVITY IN TRAINING IS FORESEEN, ESPECIALLY IF LIMITED OFFICIAL USE

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A THIRD POSITON, THAT OF A PRIMARILY COMMODITY SPECIALIST, IS FILLED AS HAS BEEN PROMISED.

B. WITHIN THE COUNTRY TEAM, THEY HAVE PLAYED A CONTRIBUTING AND SUPPORTING ROLE IN PROJECT IDENTIFICATION AND DEVELOPMENT WHICH, UNTIL THE RECENT PAST, WAS DIRECTLY ORCHESTRATED ELSEWHERE IN THE MISSION. IN ASSESSMENT AND MONITORING -- AS HAS BEEN INDICATED ABOVE -- THEY WILL PLAY AN INCREASINGLY KEY ROLE.

C. AND D. UNTIL RECENTLY, AS NOTED IN PARA 2 ABOVE, THE NARCOTICS ADVISORS HAD A MINIMAL ROLE IN PROJECT IDENTIFICATION AND DEVELOPMENT, FOCUSING INSTEAD ON FLESHING OUT PROJECT DETAIL PURSUANT TO EMBASSY-LEVEL DECISIONS AND ON THE MECHANICS OF PROJECT IMPLEMENTATION (PROCUREMENT, SCHEDULING, ETC.). AS A RESULT, THEY HAVE NOT YET HAD AN OPPORTUNITY TO REALIZE THE FULL POTENTIAL OF WHICH THEY ARE CAPABLE IN POLICY LEVEL LIAISON WITH COUNTER-PART AGENCIES. THEIR RELATIONSHIPS WITH SUBORDINATE,

TECHNICAL LEVEL OFFICIALS ARE EFFECTIVE
AND APPROPRIATE TO
THEIR ASSIGNED ROLES AND FACILITATED BY THE FACT THAT BOTH
ADVISORS ARE BILINGUAL IN SPANISH. THE ADVISORS HAVE AT
TIMES BEEN FORCED TO TAKE FIRM POSITIONS WITH THEIR COUNTER-
PARTS TO ASSURE FULL COMPLIANCE WITH AID AND OTHER US
REGULATIONS IN DETAILED PROJECT DEVELOPMENT AND IMPLEMENTA-
TION; IT IS LIKELY THAT THEY MAY BE REGARDED WITH SOME
UNEASE BY COUNTERPART OFFICIALS WHO ARE LESS DEDICATED TO
THE CONCEPT OF FULFILLING PROJECT COMMITMENTS. ALSO, THE
ADVISORS ARE NOT DIRECTLY INVOLVED IN LAW ENFORCEMENT
ACTIVITIES AND ARE NOT AS READILY ACCEPTED IN THE LAW
ENFORCEMENT FRATERNITY AS THE DEA AGENTS, FOR EXAMPLE,
DESPITE THEIR OWN POLICE BACKGROUNDS. ON BALANCE,
HOWEVER, THE NARCOTICS ADVISORS REPRESENT AN EFFECTIVE
INSTRUMENT FOR LIAISON WITH THEIR COUNTER PART AGENCIES,
AND MAINTAIN A DEGREE OF PROFESSIONAL RAPPORT ESSENTIAL
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TO THE PROGRAM.

E. PERHAPS AS A RESULT OF THEIR BACKGROUNDS IN THE
POLICE AND THE FORMER AID PUBLIC SAFETY PROGRAMS, THE

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FOR S/NM FROM CHARGE

ADVISORS APPEAR MORE CONFIDENT AS TECHNICIANS AND SUPERVISORS THAN AS RESOURCES MANAGERS AND AS ARTICULATE RECOMMENDERS OF POLICY. AS SUCH, THEY HAVE AT TIMES TENDED TO BECOME OVERLY CONCERNED WITH SCHEDULING TECHNICALITIES AND PAPERWORK TO THE DETRIMENT OF THE ACTUAL PROGRAM ACTIVITIES. THROUGH REORGANIZATION OF THEIR ACTIVITIES AND WITH THE PROMISED ADDITION OF A THIRD ADVISOR AS MENTIOND ABOVE, IT IS HOPED THAT THIR ACTIVITIES CAN MORE EFFICIENTLY BE DIRECTED TOWARDS OVERALL INSTITUTIONAL MANAGEMENT, INCLUDING TRAINING, AND THE ASSESSMENT AND MONITORING OF PROGRAMS.

F. 1. THEY DO PROBIDE TECHNICAL LEVEL GUIDANCE TO THE HOST GOVERNMENT WITHIN THE CONSTRICTIONS IMPOSED BY THE COLOMBIAN ENVIRONMENT AND THE MISSION STRUCTURE.

2. THEY ARE AN INTEGRAL PART OF THE NARCOTICS COORDINATING COMMITTEE AND PARTICIPATE FULLY IN ITS ACTIVITIES. 3. I CHAIR THE SENIOR NARCOTICS GROUP WHICH MEETS WEEKLY TO SET MISSION POLICY AND DECIDE MAJOR ISSUES. THE NARCOTICS ADVISORS' CONTRIBUTION AT THIS LEVEL IS CHANNELED THROUGH THE USAID DIRECTOR, WHO IS A PERMANENT MEMBER OF THE GROUP. THE LIMITED OFFICIAL USE

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DIRECTOR CONSULTS WITH THE ADVISORS AND DRAWS UPON THEIR EXPERIENCE AND EXPERTISE, AND PROVIDES GUIDANCE AS NECESSARY.

G. THE ADVISORS REPORT DIRECTLY TO THE USAID DIRECTOR; THEY ALSO RECEIVE STAFF SUPPORT AND PROCEDURAL GUIDANCE WITHIN THE USAID. WITHIN THE MISSION FRAMEWORK, THEY CONTRIUTE TO AND DRAW GUIDANCE FROM THE NARCOTICS COMMITTEE.

H. THE GUIDANCE FROM WASHINGTON APPEARS PRESENTLY ADEQUATE.

I. THE RELATIONS BETWEEN THE ADVISORS AND DEA ARE GOOD, AND THE LIAISON AND COOPERATION BETWEEN THE TWO ENTITIES HERE IS GROWING. THIS TREND SHOULD BE MUTUALLY BENEFICIAL PARTICULARLY IN TERMS OF TRAINING AND PROGRAM EVALUATION, ASSESSMENT AND MONITORING.

J. WITHIN THE CONTEXT HERE, IT APPEARS THAT THE RECRUITMENT OF THE PARTICULAR TALENT NEEDED HAS BY AND LARGE BEEN SUCCESSFUL. GREATER SKILL AND EXPERIENCE IN RESOURCE MANAGEMENT AND POLICY FORMULATION COULD CONTRIBUTE TO GREATER EFFECTIVENESS.
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Message Attributes

Automatic Decaptioning: Z
Capture Date: 01-Jan-1994 12:00:00 am
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: DRUG CONTROL, PROGRAMS (PROJECTS), CONSULTANTS
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Copy: SINGLE
Sent Date: 03-May-1977 12:00:00 am
Decaption Date: 22 May 2009
Decaption Note: 25 YEAR REVIEW
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1977BOGOTA04073
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: N/A
Errors: N/A
Expiration:
Film Number: D770157-0174
Format: TEL
From: BOGOTA
Handling Restrictions:
Image Path:
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Legacy Key: link1977/newtext/t197705101/aaaadjlk.tel
Line Count: 222
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: 75d15087-c288-dd11-92da-001cc4696bcc
Office: ACTION ARA
Original Classification: LIMITED OFFICIAL USE
Original Handling Restrictions: STADIS, LIMDIS
Original Previous Classification: n/a
Original Previous Handling Restrictions: STADIS
Page Count: 5
Previous Channel Indicators: n/a
Previous Classification: LIMITED OFFICIAL USE
Previous Handling Restrictions: STADIS, LIMDIS
Reference: 77 STATE 85325, 76 STATE 276338
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 11-Jan-2005 12:00:00 am
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 2322998
Secure: OPEN
Status: NATIVE
Subject: ROLE OF NARCOTICS ADVISORS
TAGS: SNAR, CO
To: STATE
Type: TE
vdkgvwkey: odbc://SAS/SAS.dbo.SAS_Docs/75d15087-c288-dd11-92da-001cc4696bcc
Review Markings:
Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
22 May 2009
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009